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Report of the Secretary-General on South Sudan

I. Introduction

1. The present report is submitted pursuant to Security Council resolution 2155 (2014), by which the Council extended the mandate of the United Nations Mission in South Sudan (UNMISS) until 30 November 2014 and requested me to report every 60 days on the implementation of the Mission's mandate. The present report provides an update on developments since the issuance of my report of 6 March 2014 (S/2014/158), including the reconfiguration of UNMISS and the personnel review.

II. Political developments

2. The Intergovernmental Authority on Development (IGAD), with the support of the United Nations and other international partners, has continued its efforts to facilitate a political solution to the conflict. The third session of the peace process opened on 28 April, culminating on 5 May in the signing by the Government and the Sudan People's Liberation Movement/Army (SPLM/A) in Opposition of an agreement by which the parties recommitted themselves to the cessation of hostilities agreement of 23 January and its provisions on humanitarian access. The parties also agreed to consider what was termed a "month of tranquility" from 7 May to 7 June to allow for humanitarian resupply and the planting of crops. Unfortunately, this did not materialize on the ground. On 6 May, the parties adopted an agenda for the political dialogue, which included discussions on a permanent ceasefire, transitional governance and interim arrangements and a permanent constitution. On 9 May, the President of South Sudan, Salva Kiir, and the former Vice-President, Riek Machar, met in Addis Ababa for the first time since December 2013 and signed an agreement to resolve the crisis in South Sudan, under which they pledged to fully implement the cessation of hostilities agreement and facilitate the deployment of the IGAD monitoring and verification mechanism.

3. On 19 May, the talks adjourned without agreement on the matrix prepared by the IGAD mediation team outlining the steps required for the implementation of the cessation of hostilities agreement or a framework for discussions on transitional arrangements. The Government refused to commit itself to the specifics of transitional arrangements, while SPLM/A in Opposition would not sign the implementation matrix unless an agreement were reached on the transitional arrangements.

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4. Concurrent to the political dialogue between the two parties, on 5 April the IGAD mediation team launched a Sudan People's Liberation Movement (SPLM) intra-party dialogue forum, with a view to addressing the party leadership dispute and creating an environment conducive to political talks. During a preparatory meeting held from 23 to 26 April that was facilitated by senior officials of the African National Congress and the Ethiopian People's Revolutionary Democratic Front, the parties reached an agreement on the objectives of the forum, its agenda and the rules of engagement. They could not agree, however, on the terms "interim arrangements" and "interim period" in the draft document. The absence of Politburo members from SPLM/A in Opposition at the forum undermined efforts to reach consensus on those issues. The forum has yet to be reconvened.

5. To help to break the deadlock in the political process, on 6 and 7 June IGAD organized a symposium bringing together the two parties and four other stakeholders (political parties, formerly detained SPLM officials, civil society members and leaders of faith-based organizations), marking the first opportunity for representatives of all political constituencies in South Sudan to discuss the requirements for sustainable peace.

6. On 10 June, the IGAD Heads of State held a summit to discuss the situation in South Sudan, among other things. The President and Riek Machar met on the margins of the summit and agreed to expedite and complete dialogue on the formation of a transitional government of national unity within 60 days. Nevertheless, SPLM/A in Opposition refused to attend multi-stakeholder round-table negotiations when they were reconvened on 20 June. It cited objections to the presence of stakeholders other than those from the Government in direct political negotiations and raised issues over the selection of representatives of civil society organizations, political parties and faith institutions. The negotiations were thereafter adjourned indefinitely and the mediation team is now consulting the parties on the way forward.

7. Early in May, Pagan Amum, Oyai Deng Ajak, Ezekiel Lol Gatkuoth and Majak D'Agoot were released from detention following an order of the Minister of Justice of 25 April staying criminal proceedings against 11 of the political figures who had been arrested in late December 2013 for treason. All four subsequently left the country and participated in the opening of the round-table negotiations in Addis Ababa. The stay of criminal proceedings specifically excluded three additional political figures accused of the same charges: Riek Machar, Alfred Lado Gore and Taban Deng Gai.

8. Speaking in Juba on 11 May, the President outlined his road map for the peace process, stating that it should begin with a cessation of hostilities, the full deployment of the IGAD monitoring and verification mechanism, including its protection force, and the opening of humanitarian access. Thereafter, and pending the implementation of a comprehensive ceasefire, the Government would consider an amnesty for the crimes committed during the crisis and a transitional government of national unity would be formed. That transitional government would then organize an all-inclusive national reconciliation conference in Juba, which would address the key political and security reforms necessary for the stability of the country, thereby setting the stage for a constitutional review process and the holding of general elections in 2017 or 2018. In an address to the parliament on 19 June, the President stressed that, as a red line for the Government, a transitional government

could be formed only under his leadership, although additional posts might be created in the Government and the parliament for SPLM/A in Opposition, and that no elected leader would be removed from his or her post.

9. SPLM/A in Opposition has maintained that the future system of governance and democratic transformation should be agreed before the establishment of a transitional government, which would implement the agreed reforms. During a consultative conference held in Nasser, Upper Nile State, from 15 to 18 April, SPLM/A in Opposition announced the launch of a resistance movement and recommended the immediate establishment of a federal system of government under a new leadership, following the signature of a comprehensive peace agreement. On 28 June, Riek Machar appointed heads of national committees to fill the structure of SPLM/A in Opposition. The former Minister of Environment, Alfred Lado Gore, from Central Equatoria State, was appointed Deputy Chair of SPLM/A in Opposition.

Other political developments

10. On 6 May, the Government of the United States of America announced bilateral sanctions, notably a travel ban and an asset freeze, against a defected SPLA major general who now commands Riek Machar's troops in Unity State, Peter Gadet, and the head of the presidential guard, Major General Marial Chanuong, for, among other things, targeting civilians and fomenting ethnic violence. On 10 July, the European Union also announced a travel ban and asset freeze against Peter Gadet and the commander of the SPLA Third Division, Major General Santino Deng Wol, for obstructing the peace process and committing atrocities. On 10 June, the IGAD Heads of State announced, among other things, their intention to consider punitive measures against those continuing to undermine the peace process.

11. On 17 March, the President announced the expansion of the Cabinet from 21 to 27 ministers and the split of most of the government ministries merged in July 2013. While the new ministries were re-established, the new Cabinet positions have yet to be filled. On 23 April, the President replaced the Sudan People's Liberation Army (SPLA) Chief of General Staff, General James Hoth Mai, with the Governor of Northern Bahr el Ghazal State, General Paul Malong Awan.

12. On 5 April, the Government announced the establishment of a national platform for peace and reconciliation, intended to serve as an umbrella organization for three national peace and reconciliation institutions (the South Sudan Peace and Reconciliation Commission, the Specialized Parliamentary Committee on Peace and Reconciliation and the Committee for National Healing, Peace and Reconciliation) under the leadership of the Chair of the last-mentioned institution, Archbishop Daniel Deng. It has begun consultation with South Sudanese stakeholders towards the holding of a national dialogue and reconciliation conference.

13. On 9 May, separate talks in Addis Ababa, between the Government of South Sudan and the South Sudan Democratic Movement/Army Cobra Faction, led by David Yau Yau, concluded with the signing of an agreement on the resolution of the conflict. The agreement establishes a Greater Pibor administrative area as an autonomous area within Jonglei State. It also stipulates that the forces of the Cobra Faction are to be peacefully integrated into the ranks of the army, the national police and other security forces. Delays in the implementation of the agreement, in particular the integration process, are creating tensions between the Cobra Faction

forces and SPLA troops in the town of Pibor and other areas of Pibor county. On 20 May, David Yau Yau arrived in Juba to meet the President and other government officials. He also attended independence anniversary celebrations in Juba on 9 July. UNMISS has provided logistical and technical support for the peace process between the Government and the Cobra Faction.

III. Security situation

A. Security developments

14. Between March and early May, heavy fighting continued between SPLA and SPLM/A in Opposition and other armed groups affiliated with both sides, mainly over control of state capitals and the oilfields in Upper Nile and Unity States. Further to the agreement to resolve the crisis in South Sudan of 9 May, fighting subsided somewhat, with continued small-scale skirmishes and mobilization but no major engagements.

Unity State

15. The state capital, Bentiu, and the Unity oilfields changed hands at least three times between March and May. SPLM/A in Opposition took control of Bentiu from SPLA on 15 April. As indicated in the human rights section of the present report, hundreds of civilians were targeted and killed, based on their ethnic identity, during the fighting. In the second half of April, SPLA attempted to retake the oilfields and Bentiu through attacks launched from Pariang county. The town of Mayom changed hands several times between 25 and 27 April. SPLA regained control of Bentiu and Rubkona on 8 May. Repeated fighting during May and early June was reported in Mayom, Rubkona and Guit counties and on the outskirts of Bentiu and Rubkona. At the time of preparation of the present report, SPLA maintains control of Bentiu and Rubkona, but SPLM/A in Opposition forces remain in close proximity. The areas are heavily militarized, with very few civilians present.

16. Anti-tank land mines have been used in the fighting in Unity State. Three anti-tank mines were detonated by vehicles, on 20 May and 6 and 18 June, reportedly resulting in five deaths and nine injuries. Two of the detonations were along the main road between Bentiu and Mayom, the other along the road between Bentiu and Leer. One of the blasts affected a truck contracted by the World Food Programme, without casualties.

Upper Nile State

17. From March until early May, fighting between SPLA and SPLM/A in Opposition was concentrated around Melut, Renk, Nasser and the state capital, Malakal. On 19 March, SPLA retook control of Malakal and subsequently dislodged Riek Machar and his forces from their main headquarters and base at Nasser on 4 May.

18. On 24 April, a convoy of four UNMISS barges carrying a large amount of critical fuel and other supplies on the White Nile river from Juba to the UNMISS base in Malakal was attacked by suspected SPLA elements from the northern bank of the river, some 15 km west of the town of Tonga in western Upper Nile State.

One barge was struck by three rocket-propelled grenades. The UNMISS troops escorting the barges fought off the attackers. Two civilian crew members sustained minor injuries. By 29 April, the barges had reached Malakal.

19. Small-scale skirmishes continue to take place in the vicinity of Nasser and Abu Khadra near Renk, with SPLA retaining control of both locations. The hospital in Nasser and nearby sites have been extensively looted.

20. In late June, UNMISS received reports that SPLM/A in Opposition was mobilizing and training young people in Nasser and Maiwut counties, apparently in preparation for military operations to retake the town of Nasser. Some 60 to 80 heavily armed SPLA soldiers reportedly abandoned their posts in Nasser in June, allegedly as a result of delays in payment of their salaries.

21. On 20 July, SPLM/A in Opposition forces, predominantly consisting of Nuer White Army young people, launched an attack on the town of Nasser. Since then, heavy fighting has continued, in particular over control of the main SPLA base in the town. As at 21 July, 37 SPLA soldiers, six of whom were wounded, had taken shelter in the UNMISS base in Nasser after abandoning their weapons and uniforms. The attack was the first major violation of the cessation of hostilities agreement since the agreement of 10 June.

Jonglei State

22. SPLA, supported by the Ugandan army, has remained in control of the state capital, Bor. Other areas of the state remain tense, with unconfirmed reports of clashes between SPLA and SPLM/A in Opposition in Twic East, Ayod and Duk counties early in May and civilian displacement towards Awerial county in Lakes State. In Duk and Ayod counties, between 1,000 and 1,500 SPLA soldiers reportedly abandoned their posts because their salaries had not been paid. While some soldiers have since been paid in Bor, around 1,000 returned to their home communities in the Bahr el Ghazal states, reportedly to seek payment.

23. On 17 April, an armed mob of between 200 and 300 young people, under the guise of peaceful protesters seeking to present a petition to UNMISS, attacked the UNMISS site for the protection of civilians in Bor. The mob, having breached the base perimeter with machetes and guns, attacked internally displaced persons sheltering there. With the attackers inside the base, UNMISS troops used lethal force, firing at the attackers to repel them. Forty-eight internally displaced persons and three attackers were killed during the attack. Many more, including women and children, sustained machete and gunshot wounds. The Government condemned the attack and ordered an investigation into it, but is yet to hold the perpetrators to account.

Western and Northern Bahr el Ghazal

24. Tensions also began to rise in the Bahr el Ghazal region during the reporting period. In Western Bahr el Ghazal State, fighting broke out between Dinka young people and Nuer soldiers on 25 April at the Mapel SPLA barracks, resulting in an unknown number of deaths and the displacement of between 100 and 200 Nuers (including Nuer soldiers and their families) mainly to the state capital, Wau. Between 26 and 28 April, following defections by Nuer soldiers, there were additional clashes between rival SPLA factions in Wau. Insecurity continues, with

defectors resorting to banditry along major roads in the state. In Northern Bahr el Gazal State, several defections were also reported.

Central Equatoria State

25. The situation in the capital, Juba, remained tense during the reporting period. Multiple shooting incidents inside and near the SPLA barracks involving SPLA soldiers on 5 March, reportedly relating to a dispute over salary payments, led to civilian casualties. Tensions rose between members of the Dinka and Equatorian communities over the federalism debate and reportedly sparked gunfire in parts of Juba on the nights of 28 and 29 June. On 2 July, hundreds of SPLA troops were deployed to Terekeka, north of Juba, reportedly in relation to the rumoured mobilization of local ethnic Mundari forces by the state Governor, a rumour that he denied.

B. Regional dimensions of the conflict

26. Multiple external armed elements continued to be involved in the conflict in support of both sides. Sudanese Justice and Equality Movement elements reportedly fought alongside SPLA, while Sudanese Misseriya elements reportedly supported SPLM/A in Opposition during battles for key towns and oilfields in Unity State. Early in May, SPLA and Justice and Equality Movement elements looted the hospital in Bentiu and occupied international non-governmental organization and United Nations contractor premises in Bentiu and near the airstrip. On 13 May, a Sudan Liberation Army vehicle from Darfur was observed at the hospital in Bentiu. Ugandan soldiers remain deployed in Juba and Bor in support of the Government.

IV. Humanitarian situation

27. Some 3.7 million people remain at crisis and emergency levels of food insecurity. This number is projected to increase to 4 million by the end of July. More than 1.5 million people have been forced from their homes. Of those people, the more than 1.1 million displaced within South Sudan are scattered over 186 locations. An estimated 400,000 people have fled across borders to neighbouring countries, while 500,000 conflict-displaced people have settled in flood-prone areas and are at risk of multiple displacement. At the time of preparation of the present report, some 97,000 internally displaced persons were seeking refuge at UNMISS bases.

28. The significant population movements caused by fighting in Jonglei, Unity and Upper Nile States continued to jeopardize the main planting season, which runs from April to June, further exacerbating the humanitarian situation. In the Greater Upper Nile area, more than 50 per cent of the population is already at crisis or emergency levels of food insecurity. Severe acute malnutrition among children under 5 years of age has doubled since January. An estimated 223,000 children will suffer from severe acute malnutrition and up to 50,000 may die if detection and treatment services are not promptly scaled up. Millions of South Sudanese are also at risk of communicable diseases, including watery diarrhoea, hepatitis E and malaria, owing to poor sanitation and hygiene conditions and the destruction of clinics and other vital health infrastructure. As at 15 July, 4,278 cholera cases,

including 98 related deaths, had been reported throughout South Sudan, with most in Juba.

29. The agreement of 5 May between the Government and SPLM/A in Opposition on humanitarian access notwithstanding, fighting, in addition to violence against humanitarian aid workers and assets and restrictions on road and air movement by both parties, affected the ability of humanitarian partners to reach people most in need. At least five aid workers have been killed since the conflict began. National staff members of the United Nations and international non-governmental organizations continue to be targeted based on their ethnicity. March and April saw a spike in bureaucratic impediments, specifically relating to tax exemptions, delayed transportation of humanitarian relief items owing to illegal roadblocks set up by both parties and immigration issues at the airport in Juba.

30. The severe funding constraints and continued access obstructions to some locations notwithstanding, the humanitarian aid operation has been scaled up. Humanitarian aid agencies continued to accord priority to both life-saving assistance and the prepositioning of supplies as the rains render 60 per cent of the country inaccessible by road. A rapid response mechanism, which includes airdrops of humanitarian aid supplies, was implemented to deliver critical relief to communities in hard-to-reach areas. By mid-June, humanitarian partners had reached at least 1.49 million of the 4 million people targeted for assistance by December 2014 with shelter, food, health care, water and sanitation, protection and emergency education services. People affected by the conflict in a number of key areas also received HIV/AIDS treatment and palliative services through the technical and financial support of the United Nations joint team on AIDS.

31. To continue to scale up to meet the overwhelming levels of need, the humanitarian community released a crisis response plan on 14 June, revised for the period July-December 2014 to reflect updated assumptions and prioritizations. The most likely scenario suggests that, by the end of 2014, up to 1.5 million people will be internally displaced by conflict, many of whom will also be affected by floods. Up to 863,000 South Sudanese are projected to seek refuge in neighbouring countries. In addition, up to 120,000 are projected to seek refuge in UNMISS bases. The humanitarian aid operation is estimated at $1.8 billion, of which $1 billion is yet to be secured. A major humanitarian donor meeting was held in Oslo on 20 May, at which donors pledged more than $500 million for the response inside South Sudan.

A. Implementation of the Mission's reprioritized mandated tasks

Realignment of the Mission

32. Following the adoption of Security Council resolution 2155 (2014), UNMISS realigned its organizational structure and activities with the reprioritized mandated tasks. Accordingly, the Mission, in coordination with the United Nations country team, revised its protection of civilians strategy and developed a new human rights strategy and a strategy for the creation of conditions conducive to the delivery of humanitarian assistance. It also developed a concept paper setting out arrangements for supporting the implementation of the cessation of hostilities agreement. The overarching Mission concept is also being revised, while the Department of

Peacekeeping Operations and UNMISS are jointly revising the military and police concepts of operations.

Protection of civilians

33. Under the first tier of the Mission's protection of civilians strategy, protection through political processes, UNMISS and United Nations officials have continued active political engagement with all parties to stress their obligation to protect civilians and to respect international humanitarian and human rights law. Those and other messages on the impartiality of UNMISS were also delivered publicly at sites for the protection of civilians. The Mission has implemented conflict-management measures, including promoting dialogue between communities to, among other things, encourage internally displaced persons to refrain from joining the fighting.

34. UNMISS continued to engage State and non-State actors on the implementation of Security Council resolution 1325 (2000) and related resolutions on women and peace and security, in particular in the sites for the protection of civilians, focusing attention on responses to conflict-related sexual and gender-based violence and the protection of the human rights of women and girls. The Mission also initiated activities to strengthen the involvement of women in conflict management and peace processes, including by supporting the Ministry of Gender.

35. Under the second tier of its protection strategy, protection from physical violence, UNMISS continued to physically protect some 100,000 internally displaced persons in its bases in Bor (Jonglei), Malakal (Upper Nile), Juba (Central Equatoria), Bentiu and Pariang (Unity), Wau (Western Bahr el Ghazal), Rumbek (Lakes) and Melut, Renk and Nasser (Upper Nile). Sustaining the presence of such numbers of civilians in UNMISS premises continued to place a huge strain on Mission resources, given that significant military, police and engineering assets are required to protect civilians on UNMISS bases from external and internal security threats. UNMISS converted some 1.7 million m^2 of land into sites for the protection of civilians, requiring the construction of 13 km of ditch and perimeter protection and lighting and the construction of roads for patrolling. Humanitarian partners worked closely with the Mission to ensure that assistance was provided for those displaced inside the sites.

36. A combined patrol strategy, including UNMISS individual police officers and formed police units inside the sites, has also proved vital in maintaining safety and security.

37. The UNMISS military component enhanced its patrolling of urban centres, with an average of 30 patrols per day, including night patrols, in Bor, Malakal, Bentiu and Juba. UNMISS has extracted civilians from vulnerable locations such as churches, hospitals and abandoned houses, in addition to establishing safe corridors for the movement of civilians from areas of risk to protection sites, saving the lives of hundreds, and in some instances more than 1,000 people, including in Bentiu (where UNMISS troops rescued more than 600 civilians from vulnerable locations) and areas just outside Malakal.

38. Under the third tier of its protection strategy, establishing a protective environment, UNMISS expanded its early warning system into an Organization-wide early warning and response mechanism that includes the Mission and the United Nations country team. Emphasis has been placed on the development of

appropriate early response recommendations to mitigate identified threats. In accordance with Security Council resolution 2155 (2014), the UNMISS police component continues to review specific opportunities for operational coordination with the national police as part of the national police confidence- and trust-building policing initiative launched jointly with international partners. The initiative is aimed at establishing an improved security environment in Juba. It builds confidence among the communities and internally displaced persons in the national police, focusing on neighbourhoods of potential return. UNMISS operational coordination with the national police is based on strengthening the protective environment and carried out in strict compliance with the United Nations human rights due diligence policy.

39. Given the increasing levels of explosive remnants of war in conflict areas, the United Nations Mine Action Service cleared some 6 million m^2 of land of unexploded ordnance. A total of 32,877 items of unexploded ordnance have been located and destroyed from UNMISS bases, key access roads and airstrips, areas of humanitarian operations and in identified areas outside of UNMISS bases. After the fighting in Malakal and Bentiu, the Service conducted clearance activities at both airports to remove explosive remnants of war and allow UNMISS to resume air operations. It also conducted surveys and clearance activities at humanitarian agency compounds and warehouses to remove explosive remnants of war.

B. Human rights monitoring and reporting

40. On 8 May, UNMISS released its comprehensive public report on grave violations of human rights and international humanitarian law committed by both sides since mid-December 2013. The report documents the widespread negative consequences of the conflict on the human rights situation in many parts of the country, including the deliberate targeting of civilians — both nationals and foreigners — in extrajudicial and other unlawful killings, arbitrary arrest and detention, gender-based violence, enforced disappearances and ill-treatment and torture. Armed groups from both sides also vandalized, looted, burned and otherwise destroyed private homes, public buildings, markets and shops. UNMISS investigations into those and new allegations continue.

41. During the recapture of Bentiu, Unity State, by opposition forces on 15 April, multiple grave violations of human rights and international humanitarian law occurred. UNMISS found reliable information of extrajudicial killings and attacks on civilians at the hospital and the Kali-balek mosque, in addition to the looting of the towns of Bentiu and Rubkona. The capture of Bentiu by SPLM/A in Opposition led to celebrations in the UNMISS site for the protection of civilians in Bor in neighbouring Jonglei State, where almost 5,000 internally displaced persons (mostly Nuers) had sought protection. Reportedly in reaction to those celebrations, armed young people forcibly entered the site on 17 April, where they opened fire, leaving 51 people dead.

42. In the wake of the events in Bentiu and Bor, the United Nations High Commissioner for Human Rights joined my Special Adviser on the Prevention of Genocide on a visit to South Sudan from 28 to 30 April. They engaged in advocacy with the Government and SPLM/A in Opposition for active measures to protect civilians, including by preventing hate speech and incitement to commit sexual

violence. They highlighted the need for accountability measures, with an emphasis on command responsibility for violations of international humanitarian and criminal law.

43. In Juba, UNMISS received several reports of targeted attacks, arbitrary arrests and extrajudicial killings against Nuer civilians by members of the security forces. Random stop-and-search activities and unannounced house-to-house searches for weapons (that reportedly involved the harassment and intimidation of civilians) were regularly conducted. Reports of the occupation, including by members of the security forces, of houses and other property vacated by fleeing civilians continued to weigh against the return of internally displaced persons. UNMISS has also continued to observe persistent restrictions on the freedom of expression, in particular with regard to the press and civil society, notably in Juba, including the seizure of print newspapers by the National Security Service on 2 and 7 July.

44. The movement of internally displaced persons from Unity, Jonglei and Upper Nile States across state lines, inter-ethnic and intra-ethnic clashes and seasonal cattle-raiding contributed to a precarious human rights situation in other states. In Western Bahr el Ghazal State, UNMISS received reports of human rights violations, including alleged harassment and displacement of civilians by SPLA, in connection with the fighting between Dinka and Nuer elements in Wau in late April.

45. The challenges notwithstanding, UNMISS continued to carry out human rights programmes in parts of South Sudan. For example, it provided human rights training for students, women's groups, members of legislative assemblies, police officers, journalists and human rights defenders for International Women's Day on 8 March. Human rights awareness-raising was also conducted within UNMISS sites for the protection of civilians, both for community leaders and for UNMISS personnel.

46. On 7 March, the African Union appointed the five members of the commission of inquiry that it established to investigate the immediate and remote causes of the conflict, human rights violations and abuses and to recommend mechanisms to ensure accountability, reconciliation and healing. In a meeting in Juba on 25 April with the Commission, led by the former President of Nigeria, Olusegun Obasanjo, the President of South Sudan pledged his Government's full support for the Commission's work. UNMISS subsequently facilitated visits of the Commission to Malakal, Bor and Bentiu on 28, 29 and 30 May, where it received briefings from UNMISS, met state government officials, SPLA commanders, police commissioners, community members (including victims and witnesses) and religious and traditional leaders and visited conflict-affected areas. On 27 June, the Commission issued an interim report and received an extension of its mandate for three months.

47. UNMISS has received reports that an investigative committee on human rights abuses established by the President on 24 January is now considering all allegations of human rights abuses by government soldiers, police officers and security agents, in addition to groups loyal to Rick Machar. Headed by a former chief justice, the committee reportedly has no judicial authority and is mandated to report its findings and recommendations to the President. It has therefore been reported that all military investigations have been placed on hold.

48. During the reporting period, 138 incidents affecting 5,741 children (2,406 boys, 115 girls and 3,220 of unknown sex) were recorded. In total, 112 of those incidents, affecting 2,685 children, were verified. Two incidents of torture during interrogation

of children in Juba were also reported to UNMISS during interviews with the affected children. As at the end of June, 20 schools in the States of Central Equatoria, Lakes, Unity, Upper Nile and Western Bahr el Ghazal were reportedly still being used by the parties to the conflict. A total of 38,498 children (16,942 boys and 21,556 girls) affected by conflict have been reached with child protection services and 303 of 4,580 registered unaccompanied and separated children have been reunited with their families.

49. On 10 May, my Special Representative for Children and Armed Conflict successfully obtained a commitment from Riek Machar to end grave violations against children by his forces. Her subsequent visit to South Sudan from 22 to 27 June also secured commitments from the President to issuing a presidential decree to criminalize the recruitment and use of children, which would also apply to armed groups, ordering SPLA immediately to vacate all schools used by the armed forces for military purposes and expediting the accession by South Sudan to the Convention on the Rights of the Child. On 24 June, she witnessed a signing ceremony between the Minister of Defence, on behalf of the Government, and the United Nations of a recommitment agreement for the implementation of the SPLA-United Nations revised action plan to end the recruitment and use of children and other grave violations against children.

50. The Mission has received credible information on conflict-related sexual violence and other forms of sexual and gender-based violence, including against civilians seeking protection in UNMISS sites, in addition to other areas in which internally displaced persons are located. Incidents have occurred inside and in close proximity to UNMISS sites, including targeting internally displaced women who leave the sites to gather food, firewood and other necessities, allegedly perpetrated by all the parties to the conflict and by civilians. The absence of civilian justice institutions in Jonglei, Unity and Upper Nile States to process the cases of criminal acts that threaten the safety and security of civilians within UNMISS sites has resulted in longer periods of detention in UNMISS holding facilities pending the handover of suspects to the national criminal justice system.

C. Creating the conditions for delivery of humanitarian assistance

51. The Mission has been working closely with humanitarian partners to create conditions conducive to the provision of humanitarian assistance to civilians affected by the crisis. Mission assets and personnel are used to support humanitarian agencies to deliver assistance safely and to provide force protection to humanitarian convoys upon request. The significant scaling up of humanitarian operations has increased the number of requests for force protection for humanitarian convoys and United Nations facilities and assets in all affected states. This has proved a major challenge, necessitating difficult decisions on prioritization of force protection tasks. In exercise of its good offices, the UNMISS leadership has also intervened, at the request of the United Nations Humanitarian Coordinator, to raise with both parties issues of obstruction of delivery of humanitarian assistance by security forces. Concurrently, humanitarian actors are pursuing alternatives to security management so as to diminish the reliance on armed escorts and force protection.

52. In recognition of the dire conditions in the sites for the protection of civilians, UNMISS has worked with partners to prepare new sites in Juba, Bor, Bentiu and

Malakal. Relocation efforts have been initiated in all new sites to tackle the growing concerns regarding health and living conditions. As at 17 July, more than 15,000 internally displaced persons had been relocated. Their best efforts notwithstanding, the Mission's engineering and logistical support services are overstretched and have struggled to improve the existing congested sites further before the rainy season reaches its peak. Without additional resources, in particular heavy-lift aviation and engineering, military and police personnel, UNMISS will be unable to cope with a major new influx of internally displaced persons.

D. Supporting the implementation of the cessation of hostilities agreement

53. With the adoption of Security Council resolution 2155 (2014), UNMISS has been mandated to provide mobile and dedicated fixed site security to the IGAD monitoring and verification mechanism and to support the work of the mechanism as described in the cessation of hostilities agreement. Force protection availability will remain within the parameters of the UNMISS mandate, with protection of civilians remaining the clear priority. UNMISS troops from States members of IGAD will operate entirely within the UNMISS command and control architecture. The UNMISS rules of engagement are being reviewed to ensure that they remain appropriate under the revised mandate.

54. UNMISS has been working closely with the IGAD joint technical commission in Juba and provided logistical support for the deployment of IGAD monitoring and verification teams on the ground. With UNMISS logistical support, the priority teams have been successfully deployed to six locations: Bor (Jonglei State) on 1 April, Bentiu (Unity State) on 5 April, Malakal (Upper Nile State) on 15 April, Nasser (Upper Nile State) on 3 June, Melut (Upper Nile State) on 17 June and Pariang (Unity State) on 14 July. Support is being provided on a cost-reimbursable, resource-capacity and priority basis, the modalities for which are being finalized in a memorandum of understanding between UNMISS and IGAD.

55. At the headquarters level, a joint coordination mechanism has been established to assist in the deployment of and provision of logistical support to the monitoring and verification teams. At the state level, the teams coordinate their activities with the state operations centres and senior military liaison officers to ensure synergies of force protection and patrolling. Joint field visits by teams and UNMISS are also under way. Sharing of information is also coordinated through UNMISS in Juba and at the state level.

V. Mission staffing and status of deployment of surge capacity

56. UNMISS has an authorized civilian staffing level of 1,018 international staff, 1,750 national staff and 570 United Nations Volunteers. The Mission's leadership is currently conducting a civilian staffing review, which consists of an assessment of tasks performed and staffing levels authorized under the previous mandate, the impact of the crisis on planned activities and the tasks required under the new reprioritized mandate. The review is being extended to include state offices and county support bases. Consideration is being given to an integrated assessment to identify those bases that are critical to the Mission's footprint for mandate

implementation and are sustainable in terms of resources. The review will produce recommendations on staffing levels, including structural adjustments required to deliver on the new mandate effectively. The final results of the review will be presented in my next regular report to the Security Council.

57. By its resolution 2155 (2014), the Security Council established the military component of UNMISS at 12,500 troops of all ranks and the police component, including appropriate formed police units, at 1,323 personnel. As at 18 July, UNMISS strength stood at 10,398 uniformed personnel, consisting of 9,395 military personnel and 1,003 police officers from 67 contributing countries.

58. Of the surge military personnel, a total of 2,439 of the authorized additional troops had been deployed as at 18 July, including 300 Ghanaians from the United Nations Operation in Côte d'Ivoire, 586 Ethiopians, 800 personnel of the main body of the Rwandan battalion from the African Union-United Nations Hybrid Operation in Darfur and 350 personnel of the Nepalese battalion from the United Nations Stabilization Mission in Haiti. The second battalion of Ethiopians (625 troops) began deployment on 18 July. The remaining elements of the Nepalese battalion are projected to arrive in late July. The remaining 310 members of the Kenyan battalion are expected to arrive in late September. The timing of the main body of the Ghanaian battalion is being finalized.

59. The second phase of the troop surge is expected to be completed by October. By then, 23 UNMISS infantry battalions will have been deployed. The third phase of the troop reinforcement is scheduled to deliver an additional infantry battalion (from China), a force riverine unit and a tactical (armed) helicopter unit (up to three helicopters). In addition, UNMISS is assessing the possibility of strengthening the protective surveillance capability of the Mission.

60. Three additional Rwandan military utility helicopters are expected to be fully operational by the end of August. The Bangladeshi military utility helicopter unit that was on loan to UNMISS from the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo has now left South Sudan. The Sri Lankan level II hospital is now fully established in Bor, Jonglei State, and a Sri Lankan military utility helicopter unit (three helicopters) is expected to be deployed by mid-September. The Bangladeshi construction engineering company, which was due to leave South Sudan in September, is now integral to the increased force level.

61. While every effort is being made to accommodate and deploy surge troops, there have been some delays in facilitating deployment and operational readiness. In addition to movement restrictions stemming from seasonal access challenges and fighting in parts of the country, the engineering focus on constructing sites for the protection of civilians has limited infrastructure development in UNMISS bases, to the detriment of living conditions for all personnel. The severe engineering capacity constraints are compounded by the lack of reliable engineering contractors, most of whom have fled from the affected areas. UNMISS is at the limit of its logistical capacity when it comes to receiving more contingents in the short term and has had to compromise standards to facilitate the early deployment.

62. With regard to the police component, 1,003 officers have been deployed, consisting of 653 individual officers and 350 officers in three formed police units.

A fourth formed police unit is being generated, with a focus on the deployment of female personnel.

63. The revised police concept of operations will involve a major shift in tasks, including new roles and responsibilities in maintaining public order and security within sites for the protection of civilians, and specific operational coordination with the national police. It will also reflect the reconfiguration and reorganization of the police structure in view of the introduction of formed police units and the revised mandate.

64. The policy of zero tolerance towards sexual exploitation and abuse and other misconduct by personnel is strictly enforced by UNMISS. More than 2,900 UNMISS/United Nations personnel, along with contractors, humanitarian workers and non-United Nations partners, were trained during the reporting period. Training will be stepped up in the coming months and complemented with risk assessments and outreach activities. UNMISS, in collaboration with the Government, United Nations agencies, funds and programmes and civil society, is preparing to conduct outreach activities to combat sexual exploitation and abuse at all sites for the protection of civilians during July and August.

VI. Violations of the status-of-forces agreement, international humanitarian law and security of United Nations staff

65. On several occasions, senior-level government officials, including the President during his Easter message and in subsequent public statements, expressed their commitment to improving relations with UNMISS. While the President pledged to punish those who blocked the free movement of United Nations and humanitarian personnel, incidents of obstruction of United Nations work, in addition to serious anti-United Nations sentiments, have continued in some areas, having a negative impact on the safety and security of personnel. While serious individual incidents continue, there was a noticeable downward trend in the number of incidents following my meeting with the President on 6 May and his recent public statements.

66. A total of 101 violations of the status-of-forces agreement involving UNMISS personnel, property and goods were recorded during the reporting period. They included restriction and obstruction of movement for United Nations land, water and air operations, illegal entry into UNMISS premises, commandeering of UNMISS assets, arrests and detention and assaults, harassment and threats of violence towards UNMISS personnel. Other restrictions included denial of entry of United Nations personnel into South Sudan, hindrance to United Nations entities delivering humanitarian services and interference with movements of United Nations local staff on the basis of their ethnic affiliation. There was a spike in incendiary rhetoric against the United Nations and related incidents in the immediate aftermath of the incident of 3 March in Rumbek, Lakes State, when representatives of the Government stopped an UNMISS convoy and discovered ammunition intended for the Ghanaian surge troops omitted from the cargo container manifest.

67. United Nations agencies, funds and programmes and UNMISS experienced obstruction in the freedom of movement of assets and personnel on the part of armed forces and elements on both sides, in particular in relation to helicopter

flights and mobile patrols. With regard to UNMISS personnel, property and goods, SPLM/A in Opposition forces were responsible for seven incidents (restriction of movement, attacks against UNMISS compounds, personnel and property and harassment and threats of violence towards UNMISS personnel). Unknown perpetrators were responsible for 19 incidents against UNMISS (assault and harassment of personnel, theft and seizure of United Nations property and attacks on United Nations property directed against UNMISS). Government agents were responsible for 75 incidents.

68. UNMISS and United Nations officials continued to engage government officials at all levels with a view to ensuring respect for the status-of-forces agreement. On several occasions, UNMISS protested against and provided the Government with detailed lists of specific violations, requesting the Government to investigate them and take appropriate action to ensure accountability. To date, the Government has responded to such requests in only a small number of cases, and no outcome of any investigations has been shared with UNMISS.

VII. Financial aspects

69. The General Assembly, by its resolution 68/293, authorized the Secretary-General to enter into commitments for the Mission in a total amount not exceeding $580,830,400 for the period from 1 July 2014 to 30 June 2015. As at 22 July, unpaid assessed contributions to the UNMISS special account amounted to $486.1 million. Total outstanding assessed contributions for all peacekeeping operations as at the same date amounted to $3,143.2 million. As at 22 July, reimbursement of troop-contributing Governments for troop- and contingent-owned equipment costs had been made for the period to 30 April 2014 and 31 March 2014, respectively, in accordance with the quarterly payment schedule.

VIII. Observations

70. In April and early May, South Sudan witnessed a surge in large-scale fighting between SPLA and SPLM/A in Opposition over control of the capital of Unity State, Bentiu, and the state's oilfields and the related targeted killing of hundreds of civilians from particular communities, in addition to an attack on civilians sheltering in the UNMISS site for the protection of civilians in Bor, Jonglei State. That surge in violence, the deteriorating humanitarian situation in the country and the lack of genuine commitment to peace displayed by both parties placed South Sudan on the edge of a precipice.

71. Intense international engagement, including by IGAD Heads of State, the United States, the United Nations and other partners convinced the parties to step back from the brink. I thank all Member States concerned for their efforts. I also travelled to South Sudan to personally impress upon the Government and Riek Machar the consequences of their actions. Thereafter, the President and Riek Machar met in Addis Ababa on 9 May for the first time since the outbreak of the conflict and recommitted themselves to upholding the cessation of hostilities agreement signed on 23 January.

72. Notwithstanding their subsequent official commitment to engaging in inclusive political negotiations under the auspices of IGAD, the President and Riek Machar continue to backtrack on their agreements and question the modalities of the peace process. This has cast serious doubt on their political will to seek a political resolution to the conflict.

73. The lull in large-scale hostilities notwithstanding, the Government and SPLM/A in Opposition are endeavouring to consolidate their respective power bases and reach out to the political and security constituencies of their opponents. They also continue to mobilize forces, amass weapons and undermine the conditions necessary for the protection of civilians and the life-saving work of humanitarian agencies and UNMISS. On 20 July, SPLM/A in Opposition attacked Nasser. There are also alarming signs of preparation by SPLM/A in Opposition for attacks on Bentiu and Bor. With tensions spreading in the greater Bahr el Gazal region and the Equatorias, in addition to deliberate misinformation campaigns aimed at dividing communities, the risk of a nationwide conflict looms dangerously over the country.

74. I have impressed upon the President and Riek Machar the need to cease all hostilities immediately and engage in negotiations in Addis Ababa in good faith. They must provide their complete and unconditional support to the IGAD mediation team, which has the full backing of the African Union, the United Nations and the international community. They must stop all mobilization, arms purchases and political activities aimed at strengthening one side against the other.

75. As South Sudan enters its fourth year of independence, I recall the hopes and expectations of the people when their country was established on 9 July 2011. They expected the political elite to lead the new country from the challenges of decades of war to a period of peace, prosperity and the rule of law. Those leaders have failed the people of South Sudan. They have failed to make the anticipated progress in State-building, nation-building and economic development. They have brought the country back to the worst violence and human rights abuses of its history.

76. The ethnic dimensions of the conflict have engendered not only tremendous tragedy, but also anger between communities and the urge for revenge. I will do my utmost to ensure that those responsible for the atrocities committed in South Sudan, including alleged war crimes and crimes against humanity, are brought to justice. I welcome the continuing work of the African Union commission of inquiry in this regard. South Sudan, with the assistance of the international community, must put into place effective accountability and reconciliation measures that meet international standards.

77. The South Sudanese people are bearing the brunt of their leaders' failure to stop the fighting. They are living in squalor, their livelihoods have been lost and they are plagued by hunger, disease and insecurity. More than 1.5 million people have been driven from their homes. I urge the international community to meet the humanitarian funding requirements for assistance to the people of South Sudan.

78. While I welcome the fact that the Government and the SPLM/A in Opposition leadership have recommitted themselves to not disrupting UNMISS, United Nations country team and humanitarian operations, I have noted, with deep concern, both parties' continued failure to respect the status-of-forces agreement and provide humanitarian access. More than words are required. Violent attacks against United Nations and humanitarian personnel and premises, restrictions on freedom of

movement and harassment must cease. UNMISS must be allowed by all parties to impartially implement its newly mandated tasks, in particular its heightened responsibilities to protect civilians, without impediments.

79. As mandated by the Security Council in its resolution 2155 (2014), UNMISS will continue to dedicate all its efforts to protecting civilians, in particular those facing the greatest threats, promoting human rights, including through public reporting of violations and abuses, creating conditions conducive to the provision of humanitarian assistance and supporting inter-communal and national dialogue processes. As the Mission receives additional troops, and based on its early warning system, it will continue to widen the scope of its physical protection activities, including beyond its protection sites.

80. I am, however, concerned that, even with the additional authorization of 5,500 troops and enablers, in addition to formed police units, UNMISS has reached the limits of its resources. My request in March for those additional resources was based on displacement figures in the high hundreds of thousands, and on a total of 70,000 civilians seeking shelter inside UNMISS bases. Today, the situation is far bleaker. Some 4 million South Sudanese are at crisis or emergency levels of food insecurity. The risk of famine is high and increasing. More than 1.5 million people have been displaced, nearly 100,000 of whom are seeking protection inside UNMISS bases, including a staggering 43,000 alone in the UNMISS base in Bentiu, Unity State. Moreover, the levels of insecurity and crime and the severe health concerns — together with the growing political influence over elements in the camps — have placed significant strain on management capability.

81. This will not be a short-term crisis. It is likely that we will not see significant returns until as early as 2015. Sites for the protection of civilians in UNMISS bases are not a sustainable solution for the internally displaced persons who are being protected there. Without additional resources to improve living conditions, the sites, which were a solution designed for an emergency situation, will soon reach a tipping point. It is therefore imperative that sustainable immediate, medium-term and long-term solutions and resources be found to assist the internally displaced.

82. Additional support from Member States is required, including on a bilateral basis, for the expeditious and rapid deployment of military reinforcements. There is also a need for in-kind contributions of military engineering capacity from Member States and additional formed police units, including female officers. The Department of Peacekeeping Operations and the Department of Field Support are reaching out to Member States in this regard.

83. Such capacity would help UNMISS to extend its protection capacity and create conditions conducive to the provision of humanitarian assistance. In the environment of South Sudan, with few roads and torrential rains, and the reliance on air transportation, this will be an expensive and difficult undertaking. Even then, the United Nations and its partners will be able to reach only a limited number of people. I am, nevertheless, committed to ensuring that the most vulnerable are protected. UNMISS, the United Nations agencies and partners have helped to save tens of thousands of lives and will continue to do so. I call upon international donors and bilateral partners to step up their support to meet the financial, logistical and human resource requirements of UNMISS and humanitarian agencies.

84. In closing, I wish to express my deep gratitude to all the military, police and civilian personnel of UNMISS, who, under the able leadership of my Special Representative, Hilde F. Johnson, and the Force Commander, Major-General Delali Johnson Sakyi, have worked diligently and courageously to help to protect and assist the people of South Sudan, in often perilous circumstances. I take this opportunity to reiterate my thanks to the Member States that have contributed personnel and assets to the Mission. I am also most grateful to the personnel of the United Nations agencies, funds and programmes and the non-governmental organizations that have provided much-needed humanitarian and emergency assistance in extremely challenging and risky conditions. I pay tribute to those who have lost their lives in the performance of their duties.